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EDITORIAL COMMENT AND NEWS NOTES

RESOLUTIONS OF THE CALIFORNIA SCHOOL SUPERVISORS' ASSOCIATION

The following resolutions were adopted at the Annual Conference of California School Supervisors at Del Monte, October 14, 1941.

1. With the opening of schools in the fall of 1941, educators in the United States are being challenged to meet situations which have no precedent in the history of the world. The German totalitarian machine ruthlessly bombards the strongholds which lead to Moscow in the East and relentlessly continues its attacks upon the British Isles in the West after plowing under the social faiths of the countries which lie between, the small constitutional monarchies of Norway, Denmark, Holland, Belgium, and Greece and the republics of France, Czecho-Slovakia, and Poland. The sound of its whirring motors is already discernible in the United States as it seeks to mobilize for action in South American countries. Without question it will be the task of all men and women engaged in the service of education in this country to renew and intensify their efforts to defend and preserve the democratic faith, the only way of life which provides for the optimum development of free men consistent with the greatest social progress.

Inasmuch as the school supervisors of California comprehend the gravity of the situation with all of its dire implications for the enslavement of persons, ideas, and spiritual ideals, the members of this organization, the California School Supervisors' Association, pledge themselves "to work boldly and zealously for a more complete fulfillment here in the United States of the democratic faith—a fulfillment more complete than has ever been attained at any other time or place in history." In so doing they will extend their influence in two ways: *first*, as persons, adult participating members of a dynamic democratic social order, and *secondly*, as members of a professional group whom Dewey calls "social servants set apart for the maintenance of the proper social order and the securing of the right social growth."

As participating members of a dynamic social democracy, the supervisors will strive in every possible way to live the good life which involves

an active, intelligent, and willing support of all measures which provide for every human being the opportunity

- a. to be well born
- b. to have sound physical health
- c. to enjoy a childhood—
 - 1) conducive to good emotional adjustment
 - 2) of reasonable economic comfort and security
- d. to have the freedom to achieve in accordance with his purposes and potentialities
- e. to have recognition and social approval
- f. to experience esthetic creation and enjoyment
- g. to have satisfactory experience in love and marriage
- h. to share democratically in the determining of social and political arrangements
- i. to build stable allegiances and loyalties

As educators or social servants, they will work to help teachers to provide stimulating environments and to guide the interaction of children within these environments so that, increasingly, learners will make an integral part of themselves those ways of behaving, those social understandings, attitudes and habits, which will render them effective members of a democratic society. The supervisors of California pledge themselves to re-examine critically the programs of education now in process with respect to their effectiveness in furthering the finest type of democratic living. On the basis of conclusions objectively reached, they pledge themselves to reconstruct the experiences involved in order to meet the challenge that the world crisis extends to lovers of freedom. They have faith that democracy will survive. They believe that it will live and be more widely expressed by means of their co-operation with the educators of the country in leading the boys and girls of America to acquire attitudes in harmony with the central values of democracy. In all of their activities they shall give major emphasis to the building of

- a. appreciation of the dignity and worth of each individual person
- b. regard for the principle of human equality and brotherhood
- c. faith in the processes of free inquiry, discussion, criticism, and group decision
- d. adherence to the ideals of honesty and fairness
- e. respect for labor in all fields

- f. recognition of the obligation and right to work
- g. belief in the supremacy of the common good

All of these qualities ¹ are recognized as inherent in the democratic ideal and as indispensable in its realization.

2. Inasmuch as the program of education in California with its emphasis upon the acquisition of

- a. good physical and mental health
- b. broad and deep social concepts and understandings of how man satisfies his basic human needs in his physical and social world as contrasted with his achievements in the past and as projected by creative thinking into the future
- c. skills and techniques which make possible the extension and deepening of understanding of life activities
- d. attitudes and appreciations which impel democratic response
- e. esthetic creation and experience

has been evolved to meet the dynamic, ever-changing, on-going needs of boys and girls living fully and richly in a democratic society, the supervisors of California hereby resolve to evaluate, to improve, to maintain, and to preserve for the children of California a continuation of this program.

3. Inasmuch as this program built as it is upon democratic premises which provide for the optimum happiness of individuals working together to satisfy group needs, requires for its maintenance and defense against unintelligent, selfish, or misleading propaganda, an informed socially alert citizenry, the supervisors of California hereby resolve to renew their efforts to build sound public understanding of the purposes and methods of the educational program and to enlist teachers, principals, and other school people in a concerted program of public relations designed to safeguard the children of California and their educational rights against attacks made either by those who are uninformed concerning the purposes of public education, who would reduce the cost of education in their selfish interest, or who are fundamentally opposed to the democratic principle of equality of educational opportunity.

4. Inasmuch as this democratic concept of education in California has been continually fostered, interpreted, and made more effective by the co-operative and enlightened endeavors of the Chief of the Division

¹ Control values quoted from an article by George Counts, "Education in This Crisis," *The New Republic*, CIII (August 26, 1940), 269.

of Elementary Education, Miss Helen Heffernan, the members of the organization recognize the great worth of her contribution to educational thought and practice and pledge their active allegiance to the democratic principles for which she stands in her effort to lift to higher levels of life the outlooks and insights, attitudes and appreciation, and means of control of every boy and girl in California.

5. Inasmuch as the totalitarian countries of the world have become so because of failure on the part of other forms of governmental organization to secure adequate means of sustaining life, it is hereby resolved that the supervisors of California become increasingly concerned with the socio-economic welfare of the people in their communities and that systems of co-operation with organized and unorganized groups be established for the better understanding and ultimate solution of major social and economic problems confronting American life.

6. Inasmuch as the problems of democracy and education are becoming sharper and the need for accelerating democratic interaction for the protection of both democracy and education is increasing,

Be it therefore resolved, That the members of this organization seek to improve the avenues of communication with all organizations interested in the promotion of democracy and education, and to make contact with other groups organized and unorganized which have heretofore been neglected, but who represent great numbers of our people. Organized labor, business groups, professional, service, and agricultural groups not yet in a working relationship with us should be involved in an active program for accelerating and intensifying the democratic process.

7. Inasmuch as the effectiveness of the educational program depends upon the quality of books provided for the children of California, the California School Supervisors' Association pledges to Walter F. Dexter, Superintendent of Public Instruction, its support in his courageous efforts to maintain professional standards in the method of selecting textbooks against the continued opposition of commercial and political interests. The association respectfully recommends to Dr. Dexter that all of the facts in the textbook situation in California be publicized in an appropriate professional publication in order that the people of California may have access to the complete record.

8. Inasmuch as the equality of educational opportunity is being denied to many children in California school districts where the assessed valuation of property is low because of the inability of such districts to provide adequate school buildings and equipment, and in as much as comprehensive surveys conducted by the State Department of Education

through the Division of Schoolhouse Planning have revealed that many school buildings are unsafe, unsanitary, and educationally unserviceable, it is hereby resolved that the California School Supervisors' Association will continue its efforts to bring to the attention of members of the State Legislature the necessity of equalizing educational opportunity by establishing a state fund for building and repairing school buildings in districts where schools must be maintained and where the financial ability of the district will not permit of needed improvements.

9. Inasmuch as we now recognize the strategic importance of the first years of life in the growth and development of children, be it resolved that in this time of emergency the supervisors of California work in behalf of

- a. Recognition of the family as an educational agency of prime importance
- b. Full co-operation of home, school, and other community agencies in equalizing opportunities for wholesome child growth during infancy and preschool years
- c. Nursery education, including new patterns which will preserve the constructive forces of home life and vitalize parental responsibility
- d. Kindergarten education as an integral part of the elementary schools throughout the state receiving state support.

10. Inasmuch as the members of this association have many responsibilities related to the induction of new teachers into service, it is hereby resolved that each supervisor will make every effort to acquaint institutions for the education of teachers with the quality of work of each of their graduates in order that the institutions for teacher education may continue to build an increasingly functional program for the preparation of teachers.

11. Inasmuch as the members of this association have had an opportunity to examine the proposed requirements for the kindergarten-primary and the elementary school teaching credential and believe that these requirements will be conducive to the more functional preparation of teachers, be it resolved that the California School Supervisors' Association recommends the adoption of these requirements without change.

12. The national emergency has resulted in a labor shortage in many fields. Because of this, there is a tendency in some communities to endanger the educational rights of children through the rise of child

labor. Inasmuch as the primary function of this organization is to preserve and improve the physical and educational safeguards of youth, it is hereby resolved that this association will use its influence actively through its individual members to protect all minors under 16 years of age from full-time employment so that they may receive optimum benefits from public education.

13. Since it is customary for conferences to use the panel procedure in conducting the programs, it is vital to the success of a conference that panels operate in ways which will contribute to the purposes of the conference. In order to expedite the improved functioning of panels and to provide bases for evaluating their effectiveness in conference procedures, it is hereby resolved that this organization recommend to the State Department of Education that it prepare a bulletin describing the purposes of the panel, the role of the leader, speaker, and panel members, and suggested procedures for effective operation, and that this bulletin be made available to all persons invited to participate in local and state conferences.

14. During the progress of this conference, we have been constantly aware of the many courtesies extended by the people of Monterey, Mr. J. Russell Croad, Superintendent, and his associates in the Monterey schools. We wish to extend our appreciation for the cordial hospitality of the people of the City of Monterey and Monterey County, the local guides who accompanied the excursions, the personnel at the institutions and places of interest visited. To the musicians who contributed so richly to our enjoyment we owe special thanks. To the staff of the Hotel del Monte we extend our appreciation for their many services.

CORINNE A. SEEDS

*Principal, University Elementary School,
University of California at Los Angeles, Chairman*

ANNE M. RASMUSSEN

General Supervisor, Humboldt County

EMILY ROTHLIN

General Supervisor, Marin County

FANNIE R. SHAFTEL

*Curriculum Co-Ordinator,
Pasadena*

FREDERICK L. TROTT

*Director of Curriculum,
Tulare County*

CURRICULUM MATERIALS DEVELOPED IN CALIFORNIA PUBLIC SCHOOL SYSTEMS

A wealth of valuable curriculum materials have been developed through the efforts of teachers and curriculum directors in the city and county school systems of the state. These materials may be used either as suggestions for similar work or

as the basis for adaptations of similar material to local situations. A list of units of work and curriculum bulletins is given here. Copies of the various items described in the list that follows are available from the office of the county or city school system in which they were developed.

Course of Study Bulletins. The elementary school teachers of Santa Clara County and members of the staff of the County Superintendent of Schools have prepared three course of study bulletins. Issued in mimeographed form, these bulletins include: "Tentative Curriculum, Santa Clara County, Volume I" (reading, social studies, English, and arithmetic); "Tentative Curriculum, Santa Clara County, Volume II" (music, art, health and physical education, and science); "Manual for Teachers." This third volume, which outlines the general educational philosophy underlying the new course of study, was prepared by Elmer H. Staffelbach of San Jose State College.

Bakersfield Curriculum Materials. Committees of local teachers have prepared "A Curriculum Guide, Kindergarten to Eighth Grade" under the direction of Raymond T. Neideffer, Assistant Superintendent of Schools, for use in the Bakersfield Public Schools. The publication has an outline of subjects and basic instruction materials with teaching references to accompany separate courses of study. The purpose of the "Guide" according to a statement in the Foreword by Superintendent John L. Compton ". . . is to conserve the teacher's time by placing under one cover a concise list of objectives and directions and a complete list of basic and instructional materials to be used at the different levels of a child's growth."

Teachers Handbook. A handbook for the use of teachers in San Bernardino County has been issued through the office of County Superintendent of Schools C. Burton Thrall for the year, 1940-41. The handbook has been prepared in loose-leaf form, thus obviating the necessity for complete yearly revision and permitting the insertion of new sections at any time during

the year. County boards of education contemplating the preparation of like publications should find the plan of the volume helpful and suggestive. Superintendent Thrall has also issued two other excellent bulletins in mimeograph form: "The Newspaper in the Elementary School," and "Developing the Readiness to Read."

Teachers Booklist. A publication to assist teachers in the grade placement of state textbooks and supplementary books where they will best serve the needs of pupils has recently been issued to teachers of Humboldt County through the office of County Superintendent of Schools George H. Hogan. The publication, "Book List, 1935-1941," was compiled by the County Board of Education. The bulletin also includes a list of professional books for teachers for 1940-41.

HANDBOOK FOR THE TEACHER-LIBRARIAN

The *Teacher-Librarian Handbook* by Mary Peacock Douglas, published by the American Library Association, is intended to serve the needs of the teacher who, without library training, must suddenly assume the duties of a school librarian. The author discusses such points as the size of the room for the library, what equipment is necessary and how much it should cost. She also considers the organization of a school library, choosing and discarding books, classifying books, and making the library a stimulating feature of the school. The book gives a rapid survey of the practical problems that must be met in a small school library. The educational function of the library is given initial emphasis rather than the mechanics of classification and circulation of the books.

YEARBOOK ON SOCIAL ADJUSTMENT PROBLEMS OF CHILDREN

The Eleventh Yearbook of the Northern California Council for Exceptional Children consists of a sixty-page report on the procedures of the eleventh annual conference of the Northern California Council for Exceptional Children held at the Clare-

mont Hotel in Berkeley on March 30, 1941. The yearbook consists of a report of addresses made at the conference by men and women prominent in the fields of psychology, social welfare, education, and psychiatry. The list of the speakers and the subject of their addresses includes the following: Mary S. Iverson, *The Socially Unadjusted Child*; Winifred V. Richmond, *Psychological Factors in the Social Maladjustment of Children*; Maurine McKeany, *Environmental Factors in the Social Unadjustment of Children*; Joseph C. Solomon, *Psychiatric Treatment of Behavior and Personality Disorders of Children*; Irma Weill, *Treatment of Environmental Factors of Social Maladjustment*; B. O. Wilson, *The Treatment of Educational Factors of Social Maladjustment*.

STUDY OUTLINE FOR EDUCATIONAL POLICIES BOOK

A pamphlet "The Education of Free Men in American Democracy: A Study Outline" has just been issued by the Educational Policies Commission of the National Education Association. It was prepared by R. I. Grigsby, Curriculum Consultant in the United States Office of Education, to guide study groups in the use of the book, *The Education of Free Men in American Democracy*. Included in this material, which contains an analysis of many present-day practices in the United States and the policies pursued by the governments of totalitarian countries, is a chapter that elaborates a system of checks and balances in the control of democratic education.

PUBLICATION OF THE RURAL EDUCATION COMMITTEE

The first publication in a series on the problems affecting rural schools has just been issued by the Committee on Rural Education. *The Education of Rural Teachers in Service* was prepared by Meredith W. Darlington of the University of Nebraska. It was published as Bulletin 1, June, 1941, of the Rural Education Series, by the Committee on Rural Education affiliated with the Country Life Association.

The bulletin outlines the purposes and objectives of the in-service programs for rural teachers, discusses plans for initi-

ating the program and for analyzing and grouping problems, for developing a philosophy, for parent-community co-operation, and many other important features of the rural program.

The publication may be secured free of charge from the Committee on Rural Education, 600 South Michigan Avenue, Chicago.

JOINT PLANNING FOR THE DAY CARE OF CHILDREN

Extension of services for the day care of children whose mothers are employed has been made necessary by the national defense program. In many communities there are children living under conditions where supplementary or substitute care is necessary. With the increasing employment of women in national defense, more children are needing care, and the efforts of agencies which provide the various services for children are severely taxed. As a means of co-ordinating the efforts of the various groups in the field, the federal agencies most concerned, the Children's Bureau, the United States Office of Education, and the Works Projects Administration, have organized the Joint Planning Board for the Day Care of Children.

The term "day care of children," as used by the Joint Planning Board, embraces such education, health, and welfare activities as nursery schools, nursery centers, day nurseries, homemaker's service, and other similar activities which may be developed to meet emergency needs.

It is intended that the Joint Planning Board will (1) plan steps which the three agencies can take to help the states to meet needs as they occur; (2) consult and advise concerning maintenance of accepted standards of day care, especially under emergency conditions; and (3) give assistance and counsel in developing various day care services as these are needed in relation to the defense emergency.

In order that it may serve effectively, the Joint Board needs information concerning new or intensified needs for day care, statements concerning situations making such care necessary, descriptions of ways in which it is being provided or planned for,

and particularly accounts of steps being taken to co-ordinate services in providing this care.

INFORMATION EXCHANGE ON EDUCATION AND NATIONAL DEFENSE

An information Exchange on Education and National Defense has been established in the United States Office of Education as a clearinghouse for ideas and materials on education and national defense. Thirty-seven different types of packets are now available for loan.

The loan packets are made up of materials contributed by schools, organizations, and other interested groups and individuals. Generally they contain approximately ten items each on the topic stated in the title of the packet. These items vary in length from a few pages to more than fifty pages. The materials have been carefully selected and offer many helpful suggestions concerning ways in which schools can aid national defense. Teachers will find them a valuable basis for group discussion.

As the number of copies of each packet is limited, not more than three packets may be borrowed by any one person at any one time. Materials are loaned for a period of two weeks from the date of their receipt.

In the field of elementary education, the following packets are available:

- Packet I-E-1. The Role of the Elementary School in the National Emergency.
- Packet II-E-1. Understanding and Practicing Democracy in the Elementary School.
- Packet II-E-2. Understanding and Practicing Democracy in the Elementary School.
(A book of photographs showing elementary-school practices of importance in relation to good citizenship.)

- Packet III-E-1. A Good Elementary-School Citizen in America Understands, Appreciates, and Works with Others to Improve the School and Community.
- Packet IV-E-1. A Good Elementary-School Citizen in America Appreciates and Helps to Conserve the Nation's Natural Resources.
- Packet V-E-1. A Good Elementary-School Citizen in America Has a Responsibility for Building and Preserving Good Health.
- Packet VI-E-1. A Good Elementary-School Citizen Understands the World About Him.

THE GUIDANCE PROGRAM IN THE ELEMENTARY SCHOOL ¹

MRS. MARY HELBLING, *Counsellor, University Elementary School,
University of California at Los Angeles*

In order to understand more clearly the place of guidance in the modern elementary school program it is necessary to consider briefly the original functions of guidance services.

When we look back at the beginning of guidance services in the educational program we find the influence of the early child guidance clinics a basic factor in the establishment of guidance services by educational agencies. These first guidance departments were basically clinics for the purpose of studying problems of maladjustment. Children who were misfits in the classroom were referred to these clinics by their teachers. Fourteen-year-old Johnny in the fourth grade who was consistently truant from school was a typical subject for the guidance clinic, as was fifteen-year-old Consuela who was referred to the clinic as a sex delinquent. Little Peter in kindergarten who cried, kicked, and screamed; Harry who would not obey, and Marjory who "would not study her lessons," all appeared over and over again in the stream of children referred to the guidance staff.

The function of the guidance staff under this plan was to study the problems of these children and in some way make recommendations by which these children could be fitted acceptably into the pattern of the existent school program. The first administrative changes made, when it became apparent that the needs of many of these children could not be met in the regular classroom, was the formation of special classes with programs varied to meet the needs of children who in some way deviated from the theoretical "normal" child for whom classroom procedures were supposedly suitable.

¹ An address delivered at the Conference on Supervision, University of California at Los Angeles, July 14-25, 1941.

During this early phase in its development, guidance was definitely a specialized service apart from the educational program itself. The program was carried out by a staff of specialists whose function it was to remedy the problems of serious maladjustment that had already reached an advanced stage.

From the experience of these early clinics and from the abundance of data accumulated by the widespread use of standard tests about this time, it became evident that many of the problems with which the clinic dealt were maladjustments created by the too rigid and too limited pattern of instruction, a pattern not based on the varying needs of children but conceived in terms of static subject matter. With this recognition a new emphasis began to appear in guidance services. A responsibility was accepted for sharing in the wider aspects of the educational program in order to eliminate those conditions which were inimical to wholesome development and adjustment, thus preventing a large proportion of maladjustments rather than limiting guidance services to remedial procedures for problems already created. With this newer emphasis, guidance has become an integral part of the school program rather than a separate agency.

The guidance program in the modern school still maintains some specialized services but it is basically a part of the total program. The guidance staff works hand in hand with teachers, supervisors, and administrators in order to provide educational experience that will be conducive to the optimum personal, social, mental development of all children. Modern education has made it possible for the guidance program to yield this wider service through incorporating the principles of mental hygiene and guidance in its philosophy, and it is in the setting of the modern educational program that guidance procedures can be carried out most effectively, but all groups concerned must work together to incorporate the best practices into the program.

There are three chief functions of the guidance program when its aspects as a part of modern education are specifically analyzed.

1. Guidance functions with respect to the development of a curricular and extra-curricular program based on experiences which will provide opportunities for meeting the individual needs of children.
2. Guidance functions with respect to improving pupil-teacher relationships.
3. Guidance functions with respect to parent education and the maintenance of harmonious school-home and community relationships.

GUIDANCE AND THE CURRICULUM

First, with respect to the development of a curricular and extracurricular program which will facilitate the attainment of guidance objectives we may ask the question, "What are some of the characteristics of educational experiences which will contribute most to the development of wholesome well-adjusted personalities capable of meeting life problems effectively?"

Experience in the past has shown that such objectives can best be reached where the curriculum is not set up on a rigid and narrow subject-matter basis, but where opportunities afforded are flexible and varied, and make it possible for each child to gain the meanings, understandings, and skills necessary for him to face and meet his life problems on a rational basis, rather than an emotional basis.

In such a program where experiences are flexible and varied it is possible for each child to experience the success and accomplishment which satisfies his basic need for recognition and status. This does not imply that that life must necessarily be made easy nor that one should avoid the facing and accepting of one's own limitations. Failure faced may often spur one on to greater efforts, but ultimate success in some lines of endeavor must be attainable if the courage and confidence to attack life problems is to be achieved. It is obvious that a modern curricular program that is broad, varied, and flexible provides greater opportunity for satisfying and worth-while accomplishment by each individual on the level of which he is capable than does one which is narrow, limited, and rigid in its pattern.

Every school situation is replete with examples of the implications of curricular activities for the guidance program.

There is nine-year-old Bob, a bright youngster in the fourth grade, who has experienced much difficulty in acquiring skill in reading. His difficulties are obvious both to his classmates and to Bob himself, who has described his status with respect to reading by saying that he is "the best reader in the dumb group." Now, in a narrow school program Bob would probably still be in the second grade, a large, overgrown boy in comparison with his classmates; and we might expect to find serious personal and social maladjustment. In the modern type of elementary school, Bob, while recognizing his limitations in reading, presents a picture of a wholesome nine-year-old. Satisfaction has come to him in rhythms through acceptance of his ideas and recognition of his skill in expressing them. His outstanding ability in the fine arts is recognized by his classmates who invariably choose his work for class projects. On the playground Bob is much sought after both because of physical skill and personal qualities attractive to other children. In the meantime the reading program is sufficiently varied and flexible that methods and materials in the fourth grade are adapted to Bob's particular needs in this area.

Likewise there is Harry, who has found opportunities for self-expression and worth-while accomplishment in the industrial arts; and Sally who timidly hangs her head and speaks in a whisper when there is need for verbal expression, but who expresses her ideas freely, effectively, and beautifully through rhythm. And undersized, poorly co-ordinated bespectacled John, whose academic facility did not bring him the status he sought among his classmates, but who finally won recognition and acceptance by his group through the exceptional flight of his glider and the success of his crystal set.

GUIDANCE AND THE TEACHER-PUPIL RELATIONSHIP

The second function concerns one of the most important aspects of the guidance program, that of furthering desirable relationships between the teacher and pupil. Too often it has

been assumed that guidance as a specialized service can be carried on by specialists, and the complete significance of the teacher's place in the program has been overlooked. It must be recognized that the teacher occupies a key position in the guidance program since she is a vital factor in the child's day-by-day adjustment; and her understanding of the needs of individual children, her skill in making adjustment to these various needs, her sincere interest in children, her objective attitude toward their problems, and her own personal adjustment to life problems are essential to the effectiveness of any guidance program.

The function of the guidance program with respect to furthering desirable teacher-pupil relationships has two aspects—the first being one of teacher training in methods of child study and the second being one of direct assistance in the study of those individual cases where more specialized techniques are needed.

The first aspect—that of teacher training—has received less attention in the past than has the latter; but in the modern school, centered around children's needs it is essential that teachers be equipped with techniques whereby they can secure and interpret data basic to a sound understanding of children's needs.

The use of standard tests, for example, has become an accepted procedure in most school situations, and yet too often they have remained an administrative tool and information obtained from their results has not become functional. Many of the criticisms against the use of standard tests have been due to inadequate training in interpretation on the part of both teachers and administrators. It is not uncommon even today to find teachers laboring under the misapprehensions of the "up-to-grade" placement—that to be making satisfactory adjustment or to be up to expectancy for the given grade every child must have reached a grade placement score which is based on an average of large numbers of children. It is also not uncommon to have a personality maladjustment explained fatalistically on the basis that Johnny has an IQ of only 98. Such misinterpretations as these clearly indicate that the guidance program must still place emphasis on the interpretation of test data.

Further emphasis is also needed in training teachers to use observation techniques more scientifically. Observation has always been a basic technique in child study but for the most part has been disregarded as a scientific method of child study because of its unreliability. Psychological literature and educational research have revealed how greatly observations of the same instance can vary when made by different observers. We are all familiar with such classical examples as the professor who in the midst of a lecture had an assistant rush into the room, fire two blank cartridges, overturn a table, and then leave through an open window. The subsequent accounts of the incident given by members of the class were of course highly distorted. This, and similar experiments have clearly shown that dependence upon observations which have been made casually, perhaps under conditions of emotional stress, and later recalled are unreliable and that opinions based upon such impressions can not be accepted as fact. And yet, observations which give a picture of the child's day-by-day reactions in life situations can be invaluable for guidance purposes. Furthermore, observation is one of the best methods available for securing data regarding those so-called intangible aspects of child growth which are so important to personality adjustment and which have been set up as objectives in the modern school program.

There have been a number of attempts during the past few years to increase the reliability of observation techniques. Quite reliable time-sampling techniques have been developed but reserved largely for research use. The anecdotal record in which specific instances of observed behavior are recorded from day to day is another and perhaps more practical method by which subjective generalizations and errors of memory can be greatly reduced. The dynamic picture of the child's adjustment thus obtained can be invaluable when analyzed in terms of classroom situations and variations in children's reactions in response to these situations. Such a record also provides a basis for evaluation of growth. There is no one form for such records that is applicable to all situations, but there are certain basic principles

that serve to increase the reliability and validity of observation data. Such assistance to the teacher in developing more objective observation techniques is another important aspect of teacher training in child guidance.

A further responsibility in increasing the teachers' effectiveness in the guidance program is that of making available pertinent records relating to child growth and aiding in their interpretation. Too often records remain in office files and are not made use of in the teacher-pupil relationship. Health records, test records, records of significant home conditions and previous home contacts should all be made available to teachers so that they may be aware of the significant needs of the child even before the first contacts are made. Such records should be cumulative over the years so as to present a picture of the child's continuous growth.

It is sometimes pointed out that information passed on from teacher to teacher may prejudice a future teacher against a child or may be misused, and questions are raised as to the advisability of making such information available. It is true that thoughtless gossip and snap judgments formed on partial records may undermine a guidance program, but is not the problem again one of teacher training so that information will be regarded objectively and treated professionally. Obviously it is only through a well-rounded picture based upon information from test records, health data, home conditions, parent attitudes, and long term observations that we can approach anything which we can conscientiously label knowledge of the individual and his needs, and it is only on this basis that intelligent procedures can be planned.

A striking example is that of Carol Ann who entered kindergarten with a marked speech difficulty caused by an emotional bloc. In the home she spoke only to her father, mother, nurse and sisters, and in spite of parental pleadings, threats, and punishments had maintained a stoical silence to all others. She maintained this silence throughout kindergarten although she did come to imitate the "brrr" of an airplane in her play and joined in singing simple songs.

When Carol Ann returned to school after a summer in which certain changes had taken place in the home situation she talked shyly to the counselor. Plans were made to change her group in order that her previous lack of speech would receive as little comment as possible. The previous history was explained to the new teacher, but it so happened that the information was not given to the special music teacher, who came in one day saying "I don't know what to do about that little Carol Ann. She talks incessantly and seems to have no self-control when it comes to stopping, in spite of my constant reminders." It is apparent how important previous knowledge was to the intelligent handling of this child's needs. While others may have needed to gain greater self-control in conversation, Carol Ann's need was for continued encouragement to self-expression.

Another more typical example was six-year-old Jack, who in first grade was just making his first approaches to the use of the industrial arts materials and equipment. During kindergarten he had sought to withdraw from all such activities because of a feeling of inability to meet the exceptionally high standards which had been set up in the home. There had been a gradual breaking down of this attitude, and by the time he entered the first grade he was making a few awkward attempts at construction with wood. During one of these attempts Jack had struggled for about ten minutes in sawing an obstinate piece of wood. He had almost succeeded when a new teacher, unaware of the problem, and needing the saw, said to him, "Jack, you have been using that saw long enough and Kent needs it now. It seems too hard for you so let him finish it for you." Jack meekly gave up the saw and with one or two strokes Kent finished the job which Jack had come so near to completing for himself. A small instance and perhaps an overlooked one, but how important to Jack's self-confidence and his attitude toward overcoming difficulties independently and how easily avoided by foreknowledge.

Carol Ann and Jack give only two of the many examples why it is essential for teachers to have a well-rounded picture of each child's needs in order to handle their problems effectively.

There are of course many individual cases where specialized study beyond that given by the teacher is necessary, and the guidance program must provide for expert assistance in such instances. It is often through the assistance given in such cases that the best teacher education can be carried on. Although the individual teacher consultant service, in which the purpose of teacher education is definitely a part of the conference, is a slower and more time-consuming method of teacher training, it is undoubtedly more effective in the long run than larger group meetings where discussions tend to center more around theoretical problems than around those related to the teacher's own individual needs. Contacts with the individual teacher also give greater opportunity for the guidance worker to gain insight into the teacher's own personality problems in relation to her understanding of and attitude toward the children with whom she deals. As yet, however, definite provision for mental hygiene and guidance service for teachers is one of the lacks in most present-day personnel programs.

GUIDANCE AND HOME RELATIONSHIPS

A third major function, that of parent guidance, has been brought about through recognition by modern education that the school child and the home child are not separate entities. In the modern school teachers, through their intimate contact with parents, have the opportunity and obligation for rendering this service, and yet few are trained in the techniques for doing it most effectively. Here again the guidance staff, with special training in conference and interviewing techniques, can be of service in teacher training as well as in the more direct relations with parents such as individual conferences involved in the more intensive study of certain individual children and in group discussions. Group meetings and provision of opportunity for parent study also serve to interpret the modern school program to home and community, making for more harmonious relations and preventing the tensions and strains which result from misunderstandings. So important have these functions become that

in some situations parent education has in itself become a special school service.

The organization of guidance services for these wider functions will of course vary in different school situations. No longer merely an extra service but in the modern school an integral part of the basic program, guidance personnel whether as a school counselor, a county supervisor, or a central guidance staff must be so organized as to permit close co-operation with all school activities. This personnel although maintaining its identity should yield such specialized service as is required in order that modern education can reach its goal of optimum development and self-realization for each individual in terms of his own particular needs.

THE CO-OPERATIVE AUDITORIUM PROGRAM IN SACRAMENTO

ADIN D. HENDERSON, *Principal, American Legion School,
Sacramento*

CHANGED CONCEPTIONS OF THE "ASSEMBLY"

Auditoriums in elementary schools of a decade or two ago were used for "assembly rooms" where administrative announcements were made by the principal to the teachers and pupils and where student-body business was transacted. They served as community centers for parent-teacher associations or for the presentation of entertaining speakers or musical programs from outside the school. Few educators realized their value for educational purposes.

Today, however, in modern school systems, the auditorium serves a genuine educational purpose and becomes an important part of the instructional program of the school.

ELEMENTARY SCHOOL AUDITORIUMS IN SACRAMENTO

Of the seventeen elementary schools in Sacramento all but four have auditoriums, and even these four schools have limited auditorium facilities. These auditoriums have level floors and movable seats to make possible a variety of activities. All are equipped with large stages, standard equipment for scenery, convenient dressing rooms, and other modern facilities. Some have balconies and others do not. Their seating capacity ranges from 500 to 700. They are used for a number of purposes, most important of which are the following:

1. To serve as assembly rooms.
2. To serve as rehearsal places for the school band and orchestra.
3. To serve as places to teach rhythms in connection with the physical education program.

4. To serve as places for community singing.
5. To serve as places to develop personality by pupil self-expression through dramatic representation.

THE CO-OPERATIVE AUDITORIUM PROGRAM

The use of the auditorium for the self-development of pupils is the most important educationally, and it is the function that justifies the cost of building an expensive auditorium room for the elementary school. Through co-operative effort in Sacramento, the schools have developed what is called the "co-operative auditorium program," or "audience program." Much of the activity of preparing such a program goes on in the classroom as well as in the auditorium. The program is not considered a regular part of classroom work but as a unit of work in itself. It is not standardized or formalized. Its purpose is to give real instead of artificial experience in English, art, and other subjects. The center of interest may be social studies, nature study, citizenship, music, art, conduct, rhythms, safety, or a combination of these; it may follow a definite pattern or be spontaneous. In no case is printed dramatic material to be memorized and presented. Rather as the name suggests, a co-operatively constructed original dramatization is built up from some theme or idea arising out of regular school work.

HOW THE CO-OPERATIVE AUDITORIUM PROGRAM IS DEVELOPED

Programs are given by one or more classes, generally of the same grade. The first task is the choice of a subject for the dramatization. This choice is made by the class after discussion, reading, and interchange of ideas. Determination of the characters to be included and the selection of pupils for the leading roles is the next problem. Enough characters must be chosen to give each child participating a part, if it be nothing more than that of a standard bearer, a member of the chorus, or a dancer. The actual co-operative development of the drama is then undertaken. When finished, it is typed and duplicated to give each participant a copy of the script. The class next selects or com-

poses the songs, music, and dances, assisted by the music teacher. Costumes are planned and made by the class under the supervision of the art teacher.

The City Recreation Department in Sacramento will lend costumes to the schools for these programs on request. Although the stage is equipped with a number of different scenes, pupils under the supervision of the art teacher frequently make large scenes of their own for certain programs.

The details of developing the program as described must be taken care of before the actual memorizing of parts and rehearsals can begin. The principal should, of course, keep in close touch with all phases of the development and offer suggestions to the teacher and class when they are needed. When the dramatization is ready, it is generally given before members of the parent-teacher association and the pupils of the school at an assembly. A special co-operative program is always given at Christmas and during Public Schools Week, which is observed the last week in April.

PROGRAMS THAT HAVE BEEN SUCCESSFULLY DEVELOPED

Over a ten-year period the writer has saved complete manuscripts of the more successful programs given in the Sacramento elementary schools. A few titles are presented here to give an idea of the variety of subjects possible in these programs. A consideration of these titles at once suggests others to the resourceful teacher.

1. Health Play (Dairy Products), presented by a first grade.
2. "Mother Goose in Shadow Land," presented by a first grade.
3. "Mother Nature in October," presented by a fourth grade.
4. "California," a social studies play presented by a fourth grade.
5. "A Christmas Basket," presented by a fifth grade.
6. "The United States," a social studies play presented by a fifth grade.
7. "Our School Library," presented by a sixth grade.
8. "A Lesson in Singing," presented by a sixth grade.
9. "An Impromptu Language Lesson," presented by a sixth grade.
10. "The Community Chest," a program for civic betterment presented by a fifth grade.

THE AUDITORIUM COMMITTEE

A committee composed of elementary school principals and teachers is appointed each year by the Assistant Superintendent of Schools to collect ideas and disseminate information to the various schools concerning auditorium activities. Reports are made to this committee by each elementary school on special forms, asking for the following information:

1. Date program was given
2. Grade and number of pupils participating
3. Units of work in the course of study brought out by program
4. School subjects to which program referred
5. Time required in developing and giving program
6. Audience to which program was presented (P. T. A., school assembly, etc.)
7. Outline of program giving source of materials, songs, rhythms, etc.

The auditorium committee, with this information as a basis, publishes suggestions for programs by months. For example, the following subjects are suggested for the month of December:

- December 8—Eli Whitney, inventor of the cotton gin
December 10—Alfred Bernhard Nobel, founder of the Nobel Prizes
December 16—Ludwig von Beethoven, German composer
December 17—John Greenleaf Whittier, poet
December 18—Edward Alexander MacDowell, composer
December 24—Christopher (Kit) Carson, hunter, trapper, guide and western scout
December 25—Christmas
December 27—Louis Pasteur, French biological chemist and microscopist

AVOIDING CERTAIN ABUSES

The value which pupils derive from preparing an entire program is inestimable. Frequently teachers assume too much of this responsibility. They should take care not to rob pupils of the values of these experiences. Teachers must not borrow too

much from, or take as a whole, some dramatization in published form, because this greatly curtails the educational values of the activity.

In an effort to finish the production by a given time there is danger that teachers will neglect other important school responsibilities. Teachers who are co-operating, especially the music and art teachers, may neglect their other work in helping the teacher with her program. These difficulties may be avoided if the program is scheduled to allow sufficient time to develop it properly, and if the school principal will act as a clearing agency to avoid too many programs being developed simultaneously.

The greatest abuse of all probably is that teachers attempt to make the program too perfect. If this is done, the activity is carried beyond the point where educational values are at the maximum. Overemphasis on costuming children for these programs is a common abuse. Simple costuming is almost as effective to audiences and probably has equal educational value.

BEING GOOD LISTENERS AS WELL AS SPEAKERS

Those who participate in the program are not the only ones who benefit from auditorium programs. An excellent opportunity is furnished to teach pupils not participating to be respectful, appreciative, and polite listeners. The following is an excerpt from a bulletin of suggestions to teachers.

Our plan of preparing and presenting auditorium programs has proved very successful. The benefits to children participating and listening has been sufficient to justify a continuance of these programs.

This bulletin is written to point out a few elements of what might be termed "auditorium courtesy." At the present time, a teacher committee is engaged in preparing a course of study for the auditorium. Their report will undoubtedly set forth in detail many items of courtesy, but for the present the following points might be presented to pupils.

1. When an outside speaker or entertainer has been introduced, clap for him after the introduction, and again after the speech.
2. Never whistle or stamp your feet when you applaud. Merely clap your hands and do not clap very long. Clapping in rhythm is impolite.

3. Try to leave a good impression with an outside speaker who visits the school. This can be done only if every pupil pays respectful attention to the speaker, and refrains from any demonstrations of disorder. It is something of which to be proud if speakers tell on the outside that 'American Legion pupils are ladies and gentlemen. It is a pleasure to speak to them or entertain for them.'
4. Care should be taken to come in and out of the auditorium room in an orderly manner. Running or pushing to obtain seats by someone you wish to sit by, or for other reasons, is impolite. It is much more courteous and thoughtful to offer someone a seat before being seated yourself. Boys should allow girls the preference of seats.

OUTCOMES OF THE AUDIENCE PROGRAM

The educative values of this type of program are almost self-evident. The experience which pupils have in expressing themselves is perhaps most important. The participation of the child in a dramatic program before a large audience develops poise, confidence, and other qualities desirable for improvement of his personality. Initiative and creativeness are necessary both in preparing and presenting the program. New skills are perfected and facts learned with an effectiveness not possible in many other types of activities. Programs of this type are valuable to the public relations program of the school because they reveal to parents what the school is teaching and how this teaching is being done. All in all, the entire activity is considered so valuable that it has been made a permanent part of the elementary school program in Sacramento.

THE MAJOR CHALLENGES TO EDUCATION IN THE PRESENT DAY¹

FRANK W. THOMAS, *President, Fresno State College*

In the consideration of this topic one should begin, I think, by saying that the modern challenges to education stem from one inclusive and insistent problem,—how can we make democracy in school relationships both real and effective? When we seek to determine realistically what this actually means we encounter at least three related problems, each a major challenge in itself. For democracy in the school does not mean the abdication of authority and responsibility but rather the general acceptance of a system of control based upon mutual understanding and the co-operative consent of the governed. If it is to be real rather than a mere front there must be genuine sharing in plans and decisions. Moreover, if it is to be effective it means that there must be recognition and loyal support of an appropriate distribution of distinct but correlated duties and responsibilities. The attainment of these conditions constitute the major challenges to our educational procedures at the present time. The challenges are urgent and brook no halfhearted or timid compromises. Education lies at the heart of our system of free government. Unless it holds steadfast in the task of developing the spirit and potential strength of that system our plight is a sorry one indeed.

The problems involved in these challenges are essentially problems of transition. Many inconsistencies and contradictions still persist amidst our professed allegiance to the principles of democracy. It is perhaps not strange that this should be so. Traditionally, all our institutions were essentially autocratic in their authoritative controls. Beginning with our struggle for political freedom some one hundred sixty-five years

¹ An address delivered at the Conference on Supervision, University of California at Los Angeles, July 14-25, 1941.

ago we have developed a persistent hostility toward autocratic and arbitrary controls. We have been aggressively persistent in resisting arbitrary assumptions of authority but have been less zealous in developing an effective substitute consistent with our conceptions of freedom. In all phases of our institutional life we have been more distinguished as rebels than as builders. In consequence we find ourselves in that stage of transition where we have acquired liberty without an increasing transfer of responsibility. Our freedom is too often a freedom for confusion and for disorganized or haphazard floundering.

It has already been noted that all our institutions have suffered from the confusion of transition. Perhaps it is fair to say that our political system has evolved farthest toward effective action based upon informed understanding and the co-operative consent of the governed. In contrast the home and school are proverbial laggards in clinging to the traditional forms of autocratic authority. Some parents see with deep anxiety the symbols of ancestral authority crumbling in their hands but clutch desperately at the fragments and shadow of patriarchal prerogatives because they feel helpless and inadequate in attempting to establish more democratic relationships. It would perhaps be gratuitous at this time to suggest examples of analogous situations in the schoolroom.

There are, of course, obvious and natural reasons why the assumption of autocratic control has been so reluctantly relinquished in the home and school. Both institutions deal with immature children, and the development of their ability to share responsibility requires patient guidance. Through this association with immature minds there is always the temptation to carry the conviction of superior wisdom long past the stage where it is indispensable. Both teachers and parents cherish this conviction of wisdom, in some cases amounting to the delusion of omniscience, to a point which makes difficult the recognition of the real capacities of developing minds to make decisions adequate to the situations that exist. Perhaps this assumption of superior wisdom reaches its most perfect efflorescence in the case of the college professor.

DEMOCRATIC TRANSFER OF RESPONSIBILITY

Our first challenge then is to find effective ways of facilitating the transfer of responsibility which implies not merely the well-timed and gradual relinquishment of total authority but also a correspondingly increasing acceptance of responsibility on the part of the learners. Without such acceptance we have the sad situation suggested in the comment of a sixth-grade pupil who had attended vacation school. One of her playmates had been told that she must attend vacation school to catch up on some phases of the work in which she was partly deficient. She received this news with resentment, for to her vacation was not the time for study. When she expressed her hostility to the plan in the presence of the playmate who had been through a previous experience in vacation school the latter made this consoling remark. "I don't let it worry me very much. I just sit back and let them teach."

This transfer of responsibility is in itself a difficult and perplexing problem. One reason for the frequent failure in such attempts comes from the fact that the apparent acceptance of responsibility is often superficial rather than genuine. It should be emphasized that the acceptance of responsibility on the part of the learner must be behavioral rather than verbal. Apparent acquiescence in imposed regulations and programs of actions is a trick of defensive strategy acquired by most individuals early in life. By the time the elementary school is reached this accomplishment often attains concert quality. In a strongly dominated classroom when the teacher announces an assignment it is sometimes impressive to observe the apparent assent of the class. It would be illuminating if one could also discern the covert schemes for evasion and sabotage that are already beginning to germinate. Perhaps this contrast between verbal and behavioral acceptance reaches its most finished form in a teachers' meeting where the principal or supervisor announces some new procedure that has been planned in advance and suddenly promulgated for the future guidance of the teachers. The various means by which a blandly accepted program can later be made

to appear unworkable are perhaps not wholly unfamiliar to experienced supervisors.

DEMOCRATIC SHARING OF PLANS AND DECISIONS

At this point it seems appropriate to introduce the second problem and challenge because of its bearing upon the first. The process of securing genuine sharing by all concerned in the formulation and determination of plans and decisions was set forth as a condition of realizing truly democratic relationships. It is also an indispensable step in securing acceptance of responsibility. The beginning of such sharing should utilize as its first step the sharing of objectives. Even in the primary grades small children are capable of realizing some desirable purposes in their schoolwork and will readily accept these purposes or objectives when stated in terms that have significance in the light of their experiences. As a matter of fact it is being demonstrated in some of our best schools that educational objectives take on more attainable and intelligible forms when pupils, teachers, administrative staff and community all have some share in the partnership of planning better educational experiences for the pupils. It is hardly my province in discussing the topic assigned me to describe in any detail examples of schools in which these challenges are being met beyond suggesting a method of attack. The point which I should like to make is that teachers can comprehend objectives for the school system or pupils can comprehend objectives for their particular group only when these objectives have a reality as related to their experiences and have become acceptable through the creative thought which each one concerned has focused upon the problem of educational growth appropriate to the situation. For example, in some schools the occupational approach has been one which awakened the co-operation of the pupils because their interest in their later lifework gave a vitality to a consideration of purposes appropriately related to a vocational goal. From that focus of interest there will radiate incidental and supplemental purposes which are essential to the total conception of a satisfactory life in which

the vocational activity will have its related fields of reactions, culture and civic participation.

In this connection it may be emphasized that the activities of the schoolroom will take on vital meaning and be fairly evaluated by the pupils only as they conform to objectives as understood and accepted by the pupils themselves. A so-called activity program may deteriorate into fussing about with materials unless the pupils see in the activity some definite connection with permanent purposes, that they regard as desirable. The surest method of having a pupil group distinguish between the transient or frivolous in suggested activities and those that are genuinely fruitful and productive of permanent interests is to have them refer these to the objectives already accepted. It is surprising how discerning elementary pupils may be in appraising the value of activities suggested by members of their group. The point which I wish particularly to emphasize in this connection is the value of such experiences in developing growing facility in intelligent participation in group thinking and its corresponding value in awakening a sense of responsibility for the outcomes of procedures which have thus been democratically chosen.

Teachers often express a fear that children are not capable of carrying any real share in such planning and are inclined to make the discussion time a kind of sham consideration of plans, making sure that the decision reached must always be in accord with the teacher's own preconceived conclusions. Apart from the element of insincerity or dishonesty in putting on such a show which the pupils usually recognize for what it is worth, there is lost the real spur of interest which comes from genuine sharing in creative plans. The fear on the part of teachers that pupils might misuse their privileges is usually an exaggerated one. It is not strange that halfhearted trials along this line do not turn out successfully. Unless the entire procedure is sincere and wholehearted the essential element which gives strength to democratic practices is lost. The cure lies not in less freedom for sharing but in more, just as it has often been said that the cure for the ills of democracy is more democracy.

DEMOCRATIC TEAMWORK FOR EFFICIENCY

All that has been said so far has been pointing toward the third challenge, the most difficult to meet because it is related to the final step of the transition, the most evidently unfinished part of our unfinished business. The opponents of democracy declare that it never can be efficient. The attainment of adequate effectiveness surely calls for teamwork, that is, co-ordination in which each performs well his distinct part while recognizing and loyally supporting the work of his teammates in the joint achievement of common purposes. Many of those even who prefer strongly the ways of freedom have gloomy misgivings as they recall the exaggerated individualism that has so often been impatient of direction. Can democracy learn effective co-operation well enough to meet the crises that lie ahead? It is a challenge that must be faced with steadfast faith, supported by earnest works adequate to justify that faith.

The earlier parts of this discussion were intended to make clear my conviction that the road to success is forward and not back. In spite of some confusion attending our adventures with greater freedom in the schools I am confident that the net gains in educational values clearly outweigh any apparent losses even in the unrest of transition. Although it seems that our social and industrial life must in this emergency accept some corrective strictures as an antidote for past excesses of irresponsible individualism, we submit to this mild regimentation only as a means of assuring renewed freedom later to complete the attainment of a well-ordered, effective society based upon individual rights. Certainly there is no disposition in our political life to turn backward in surrender to that tyranny against which the soul of humanity has revolted since man first dared dream of freedom, a tyranny which modern dictators in ironic euphemism designate as "the New Order." In the hard struggle toward the realization of an effective free society, able to cope successfully with any totalitarian challenge, the schools must accept their share of leadership. This means that they must take the long view in planning, unconfused by transitory emergency expedients, and

must chart their course along the broader pathways of freedom. In short, education must meet its challenges in the spirit of uncompromising democracy.

At the outset of this discussion it was stated that an essential condition of an efficient free society was the recognition and loyal support by every citizen of an appropriate distribution of distinct but correlated duties and responsibilities. This might be called teamwork on a nation-wide scale, and the analogy of preparing players to understand the game and to take their appropriate places on the team suggests something of the nature of the task which education must learn how to do better than it has yet done. For example, good teamwork does not result when every player is trying to act as captain. It is just possible that the schools, in the commendable desire to stir ambition among the indifferent members of the squad, have glorified overmuch the position of quarterback, to the relative disregard of other positions which those less agile players might have filled successfully and happily had not their vision been dazzled by the glamor of the unattainable.

In less allegorical and figurative language, this means that we shall need to have greater concern for adequate guidance than has heretofore been realized. In that rapidly evolving concept of educational service, we have already come to distrust the idea that an omniscient expert can, by firing a battery of tests at the subject and feeding the remains into a calculating machine, produce a chart that is of any considerable significance or trustworthiness. In fact, the highly centralized bureau of guidance is now under critical scrutiny. Where each pupil is just one case among hundreds served by a single office, the time allotted him must be relatively short, while his acquaintance with the counselor is likely to lack the intimacy and continuity most conducive to confidence and unreserved consultation.

GUIDANCE AND INDIVIDUAL DEVELOPMENT

The best kind of guidance for the individual pupil develops through a fairly extended sequence of experiences in which he is acquiring an increasingly full measure of self-knowledge and

self-appraisal. There is hope in the growing tendency to regard all education as having a share in guidance, and every teacher as being also a counselor. Certainly the teachers who are most intimately in touch with the daily activities and progress of a pupil should be in the best position to help him as he tries to appraise his own talents and interests, balancing them against the requirements and opportunities of the fields of later service that appeal to him. It is of course highly valuable to have centrally available an adequate supply of reference material and information upon which the pupil may base his judgments. The competent teacher will plan ways to make such investigations most enlightening and will of course make use of available guidance from specially trained counselors. The primary consideration is that the ultimate decision shall be the pupil's own, his voluntary choice. The personal responsibility in a purposive and deliberate choice under conditions that remove the capricious or ill-advised practices now too prevalent is not only truly democratic but also most likely to result in happy, successful, and effective lifework, free from the bitterness of failure or frustrated ambition.

In the preceding comments attention has been centered upon vocational guidance. This was not due to indifference toward other important phases of guidance. An approach which considered vocational guidance first was chosen for two reasons. In the first place the greatest menace to the successful operation of a democratic system has been in the field of economic and vocational relationships. The lack of balance between the supply of competent workers and the employment demands has been disturbingly complicated as a problem, by the prevalent attitude toward work itself. As a part of guidance and related experiences we must help pupils to appreciate the dignity and satisfactions inherent in work well done. Hitler's strength has come from inspiring the youth of Germany with a pride in performing even menial tasks and an eagerness to excel in serving regardless of material compensation. While detesting the methods by which that fanatical zeal was incited and exploited we must agree that the youth of a democracy should learn to

accord greater esteem to honest, efficient labor and be less dazzled by the vision of sudden riches however dubiously acquired. The task of developing a more wholesome attitude and standard of values regarding work and its attendant satisfactions, with a corresponding sense of the importance of a wise vocational choice and preparation constitutes an immediate and insistent challenge to education at this time.

The second reason for placing the vocational phases of guidance first in our approach was the fact that all other forms of guidance seem to take on greater significance when viewed in relation to one's lifework. Some of us deplore giving major emphasis to vocational education on the ground that it gives undue prominence to material ends. An obvious reply is to suggest that our materialistic faults may be due not to learning how to earn but rather to the itch to possess wealth without earning it. However that may be, the fact remains that problems of social relationships, recreations, educational plans, and cultural interests take on greater reality in the eyes of the pupil when seen as related to his chosen occupation and as supplementing that to make up a full, satisfying, and worthy life.

In order to provide conditions favorable to pupil-sharing in the purposes of guidance and especially to provide experiences which make vivid and real the values involved, there will almost certainly be required a program including a greater range of activities, instead of less. Children learn the necessity of co-operation, teamwork, and personal adjustment not by reading about them but by participating as a member of a group intent upon accomplishing some tangible results which are dependent upon effective teamwork. In well-taught athletic sports and in dramatics for example the pupils are reminded that every position, every part is important, and they learn the value of setting for themselves a standard of skill and working energetically to attain it.

DEMOCRATIC EXTENSION OF ACTIVITIES

As we seek to develop activities which will induce similar realization of needs in other important fields of learning, we shall probably extend the experiences to activities out in the

community to a far greater degree than is now the case. In many places the partnership of interests between the school and the community is being rediscovered. As a result children undertake community enterprises of significant value and identify themselves with projects of civic welfare. Without elaborating these possibilities it is fitting to reemphasize the essential purpose which justifies them and should serve as the criterion in their selection, namely, that of providing experiences which help the child to find his place of usefulness and to learn effectiveness in group enterprises. Let it be fervently hoped that the coming generation will thus learn greater discernment in choosing some of their leaders and spokesmen to represent them in the councils of the state and nation where issues of crucial moment must be determined.

The task of meeting these challenges to education will call for all our resourcefulness and earnest thought, but the situation should not be discouraging. In order to achieve the transition to real and constructive democracy in the classroom there will need to be, in many cases, a revision of administrative and supervisory relationships, but even obstacles of this kind may gradually yield to enlightening influences. There are, in particular, two assets which deserve appraisal on the favorable side of the ledger in this day of sober reckoning.

The first of these is an innate and deep-seated sense of unity and interdependence on the part of our people which even in enervating periods of selfish ease is only superficially obscured. The myth of stubborn individualism as a pioneer trait needs deflation. The diaries and letters written by those who endured the hardships of migration in the covered wagon or shared the struggle against the wilderness in pioneer settlements tell thrilling tales of sacrificing and sharing, each for the others, bound by the unwritten law of mutual obligation, neighbor to neighbor. It is the sad paradox of our changing modes of living that the closer together we live, the less we know how to be neighborly. This lack causes a sense of hunger and social need that most city-dwellers admit. But in times of national crisis this impulse toward unity and loyalty reasserts itself, amazing and

confounding those who count upon our selfishness and disunity. In this spirit and this native impulse lies a force ready to energize in the schools a program of co-operative enterprises. We have only to learn better ways of capitalizing on these social resources.

The other advantage now at hand is the general desire to do something helpful in this hour of serious menace. Young and old alike are eager to help prove that democracy can meet the need for efficiency. Not in decades has there been so favorable a time for enlisting the willing co-operation of pupils in setting for themselves standards of individual performance and of teamwork that represent the best to which they can reasonably aspire. Popular sentiment may be divided on certain questions of policy, but it is united in the determination that democracy shall be prepared to meet its crucial test. This conviction is a favoring tide that should lift us above the commonplace and provide education with its golden opportunity for a great advance in the attainment of those conditions which are basic to the stability of our free institutions.

The challenges to education at this time are counterparts of the challenges that confront all our institutions. Things which we have been doing well we must and shall do better. A great nation is awakening, and, although still a bit confused, is coming to see values more clearly. Against a threat of world domination, relying upon brutal force, falsehood, and fanatical hatred, America is marshaling the strength of truth, decency, and freedom. To match our physical weapons of defense, there must be renewed strength of mind and heart and hand. Herein lie the great obligation and opportunity of education. Herein lie our great challenges.

SOME IMPLICATIONS OF POPULATION TRENDS FOR THE ADMINISTRATION OF ELEMEN- TARY SCHOOLS

A. H. HORRALL, *City Superintendent of Elementary Schools,
San Mateo*

For many years the elementary school program in the United States has been built on the assumption of an increased enrollment over an indefinite period. Now that there has been a decided falling off in the birth rate for the nation and in immigration quotas, with the resultant increase in the percentage of adults in the population, many new problems are arising for the school administrator. These problems must be solved if the elementary schools are to have sufficient support from society to maintain the high standard already set in many communities of the United States and to raise the standard in other communities that many believe has been too low.

For a number of years before 1937, the birth rate in the United States had been steadily declining. Whether or not the slight increase that was noted this year—1937—is the beginning of a new trend cannot be determined for several years. The following figures showing the birth rate totals for the nation at various periods between 1916 and 1940 were obtained from the United States Bureau of the Census.

Year	<i>Births per Thousand Population</i>
1916	25.0
1926	20.7
1936	16.7
1937	17.0
1938	17.6
1939	17.3
1940	18.0*

*These figures are from a letter to the author from the United States Bureau of the Census.

The following figures, compiled by the United States Department of Labor, show the enormous decrease in immigration in this country during recent years.¹

Year	No. of Immigrants	Decades	No. of Immigrants
1907	1,285,349 *	1901-10	8,795,386
1915	326,700	1911-20	5,735,811
1918	110,618	1921-30	4,107,209
1921	805,228	1931-40	528,431
1933	23,068 **		
1939	82,998		
1940	70,756		

The net emigration away from the United States from 1931 to 1940 was 46,518.

Naturally it follows that these decreases in the population due to the lowering of the birth rate and the falling off in the numbers of incoming foreigners brought about significant decreases in the enrollment of elementary schools throughout the nation. The following quotation indicating the effect of these decreases on the enrollment of elementary schools is taken from the *Biennial Survey of Education 1934-36*:

It is interesting and significant to note that from 1930 to 1936 the enrollment in elementary schools for Continental United States decreased 886,032 or 4.2 per cent. During this 6-year period 36 states reported a decrease in elementary school enrollment, and 12 states and the District of Columbia, an increase. The decrease in these states ranged from 0.1 per cent in Texas to 14.3 per cent in South Dakota. In 23 of the 36 states this decrease in enrollment in the elementary schools exceeded 5 per cent and of these 23, 9 reported a decrease exceeding 10 per cent.²

In most states, the amount of state aid to the public schools is based on average daily attendance. Therefore during a period

¹ *World Almanac and Book of Facts*. Edited by E. Eastman Irvine. New York: New York World Telegram, 1941, p. 524.

² *Statistics of State School Systems, 1935-36: Being Chapter II of Volume II of the Biennial Survey of Education in the United States: 1934-36*. Prepared by David T. Blöse and Henry F. Alves. Office of Education Bulletin, 1937, No. 2 [Advance Pages]. Washington: The United States Department of the Interior, 1938, p. 4.

* Largest number of immigrants during any one year.

** Smallest number of immigrants in any one year in four decades, 1900-1940.

when the enrollment and average daily attendance are low the amount of state support available to school districts is proportionately less. During the years following the depression curtailment of school support was general throughout the United States. As less money was available for salaries, many teachers lost their jobs and other positions were left unfilled in order to economize the resources of the district. As a result the teacher load became burdensomely heavy. Although some of the reduction in support for schools has been restored, the amount is still not sufficient to permit the hiring of more teachers and to bring about relief from the abnormally heavy teaching load that has survived as a condition caused by the depression. This situation presents a problem to the district where state aid has decreased because of the smaller enrollment. If the services available to the public school children in the district are to be maintained at the standard made possible before the curtailment in state support, the local governing board must ask the district for increased funds. Figures compiled for the United States in the years between 1930 and 1936 actually show, however, that instead of being decreased as the elementary school enrollment decreased the teacher load has remained at the peak. The following figures are taken from information found in the Biennial Survey of Education in the United States for the year, 1935-36:

<i>Year</i>	<i>Teachers Employed</i>	<i>Pupils Enrolled</i>	<i>Ratio of Pupils Enrolled to Teachers Employed</i>
1930	640,957	21,278,593	33.19
1932	640,454	21,135,420	33.00
1934	619,393	20,765,037	33.52
1936	603,379	20,392,561	33.79

The disadvantages of increasing the number of pupils for each teacher in the elementary schools need not be elaborated here. Education today emphasizes meeting the needs of the individual. If the number of individuals for whom the teacher is made responsible is made larger, the ability of the teacher to carry on the type of education that she is asked to undertake in the schoolroom is to some extent nullified.

Still another disadvantage in employing fewer elementary school teachers is more vacant classrooms in the school buildings. Then as buildings get old and need replacement, it is more difficult to gain support for a building program if there are a number of vacant classrooms in the antiquated structures.

To be sure there are some advantages in having vacant classrooms in elementary school buildings, for this condition makes it possible to have space to carry on activities that cannot be offered in crowded buildings. The information gained from a questionnaire sent to several city superintendents of schools in California show that vacant rooms no longer needed for elementary school classrooms are being used for some of the following purposes: adult education classes, continuation classes, seventh-grade overflow classes, libraries, rest rooms, nurses rooms, auditoriums, lunchrooms, cafeterias, visual aid rooms, high school overflow classes, shops, music and art rooms, classrooms for speech training and lip reading; rooms for WPA and NYA projects in sewing, recreation, and the building of visual aids materials, and so on.

Such uses of vacant elementary school classrooms as those just listed indicate that school administrators are attempting to provide a modern program in old buildings. But no one would be so bold as to assume that a better elementary school program can be conducted in an old building than in a new, modern one that has been designed and equipped to meet the needs of the children.

In cities and districts where modern elementary school buildings were erected during periods of peak enrollments, the capital outlay for the district was very great. As the bill is paid for these buildings, both the capital outlay and interest are decreased. If, in such cases, the elementary school budget can be maintained at approximately the same level as before, more funds will be available for employing more teachers, thereby reducing the number of pupils for each teacher, improving instructional materials, and increasing salary schedules. These improvements should attract the best possible persons into the elementary school as teachers.

The development of the metropolitan region where new areas have been opened for settlement is a modern population trend that has brought a demand for the erection of new elementary school buildings. The objectionable conditions of crowded cities—the lack of space, the growth of slums, and so on—the development of rapid transportation facilities, the greater availability of electricity are all factors in this changing trend in population throughout the country. And as people move from the congested centers of cities to the suburban districts, the elementary school buildings in the deserted areas are unused, and new buildings must be provided in the rapidly growing suburban areas.

As automobile and motorbus transportation supplants street cars and trains in serving the outlying districts, the metropolitan regions around the cities do not grow in straight lines that parallel railway tracks but spread out in many directions. This new type of development makes possible a new type of planning for elementary and secondary schools and junior colleges attendance areas as well as for recreation areas that would not have been possible in an earlier period with a different kind of development. This movement of a part of the population, and perhaps of industry, from the center of the city caused the value of land to diminish. In such instances it is now possible to obtain land and establish recreation areas for the remaining population near the center of the city in districts where land values were formerly high and the living conditions congested.

Another population trend that aggravates the building problem of some elementary school districts is the actual migration of people, as in the case of the exodus of farmers from the Dust Bowl to more prosperous regions. Likewise the changed condition brought about by the national defense program, which has concentrated large numbers of people in sections not provided with facilities to cope with a sudden growth in population, has caused serious problems for school districts where defense workers have been assembled. New buildings and increased facilities for school children must be provided in Vallejo, Glendale, and towns of the Monterey Peninsula, to mention only a

few. Whether or not these new buildings will continue to be occupied after the present emergency has passed is a matter for conjecture.

The Advisory Committee on Education¹ appointed by President Roosevelt reported in February, 1938, that there should be more federal support for the schools. If this recommendation were carried out, federal funds for elementary use would more than match in all states the decrease in the amount of state aid that is now being experienced. Furthermore, the only fair way to meet such emergency building demands as have been mentioned in connection with the national defense program would seem to be for the federal government to provide funds for these necessary buildings.

Another important argument for federal aid to elementary schools was well stated in an article in *Progressive Education*: ". . . the most serious indictment to the schools is the failure to provide equality of educational opportunity."² This argument is more forcibly stated in the National Resources Committee's report.

The educational implications of the mobility of population have too often been ignored. In common practice, education in this country has been regarded as a purely local affair. However sound such a policy may have been in a pioneer society, it takes no great insight to discover its weakness today. With the degree of mobility that has characterized the American people in the past and is likely to continue in the future, the cultural and intellectual level of any region has its influence on the development of every other region. For good or ill, migrants enter into the social, economic, and political life of the communities in which they spend their mature years. They carry with them their knowledge or ignorance, their occupational ability or lack of it, their ability or inability to participate wisely in the determination of social policy.³

¹ Advisory Committee on Education. *Report of the Committee*. Washington: United States Government Printing Office, February, 1938.

² "Population Trends and Education, a Compilation," *Progressive Education*, XV (March, 1938), 210-217.

³ Newton Edwards, "Social Development and Education," *The Problems of a Changing Population*, Chap. VIII, Report of the Committee on Population Problems to the National Resources Committee, May, 1938. Washington: United States Government Printing Office, 1938, pp. 193-249.

If, as has been stated many times, the American school should provide equality of opportunity, then the many differences that now exist in ability to pay for adequate education should be equalized. "Equality of opportunity" cannot be said to exist in a nation where, because of his residence, one child receives a bare minimum of education, while another, who happens to live in a financially favored region, receives the best educational services that money can buy. There is grave danger of the public school system, if present tendencies persist, becoming a positive force in creating those very inequalities in the condition of men that it is now designed to reduce. Estimates of tax resources constitute one measure of the relative ability of different states to support education. One study shows that the ability of states to pay for public schools varies in amount all the way from fifty dollars or less for each child in North and South Carolina, Georgia, Mississippi, Alabama, and Arkansas to two hundred dollars or over for each child in Massachusetts, Connecticut, New York, New Jersey, Delaware, Illinois, Nevada, and California.¹ In order to overcome these disparities, it seems that the only feasible plan is to provide federal aid.

However, when one notes that federal old age assistance increased from \$26,071,000 in 1933 to \$430,907,000 in 1939² (an increase of 1650 per cent in six years) and that the number of elderly persons is increasing as the number of children is decreasing,³ the possibilities for the extension of federal aid to the elementary schools seem remote. The prospect of such aid is even less likely at present when a large part of the nation's income must be spent for national defense.

As the population changes from one composed predominantly of children and youth to one of adults, the problem of continuous education must be studied. It is a problem that has an implication for the entire educational program, not merely for the program at the elementary level. In this new situation,

¹ Mabel Newcomer, *An Index of the Taxpaying Ability of State and Local Governments*. New York: Teachers College, Columbia University, 1935.

² Figures obtained from the Social Security Board, Bureau of Research and Statistics.

³ The Bureau of Census report of January 30, 1941, estimates that the number of persons 65 or older increased 35 per cent from 1930 to 1940. The average gain for all age groups was only 7.2 per cent.

the school population has dropped in the lower grades, but the district is faced with a different sort of responsibility. A new kind of education appears to be necessary to satisfy the needs of adults of all ages.

Should the administrator or school board member become reconciled to a diminishing elementary school budget because the enrollment of pupils in the lower grades is decreasing and probably will continue to do so? The answer is "no" if the best teachers are to be secured and the best known educational methods provided. Educating each individual "whole child" is more costly than providing one teacher for mass instruction to forty-five or fifty children. Many services now demanded of the schools such as health service and after-school recreation program were considered a responsibility of the home a few years ago. Teachers must be better prepared, more versatile, and have wider interests if they are to direct a modern program. It follows that they should have higher salaries.

Another factor, which has been pointed out by Frederick Osborn, namely, that there are more children coming to school from uneducated homes and fewer children from educated homes, tends to make the responsibility of the teacher greater and undoubtedly indicates that classes should be smaller. Osborn says:

Much of the effort being made in public education, much of the effort in health education, is being offset by the fact that the educational job has to be attempted all over again in every generation, because the couples who have learned most have the fewest children to whom they can pass on their education, and the couples who have learned least have the most children, whom they bring up in ignorance. All psychologists are agreed that the home influence is second to none, not even to the influence of the school, in developing intelligence. Thus the present distribution of births is a force which retards educational and cultural advance.¹

What can the school administrator do to maintain a satisfactory budget for elementary schools in the face of the problems

¹ Frederick Osborn, "Population Trends and Public Health Problems," *American Journal of Public Health*, XXX (November, 1940), 1331-1336. Used by permission of the publisher.

just stated: decreasing attendance, decreasing state support, increasing requirements for new buildings, increasing demands for additional services, increasing taxes for old age and national defense? The obvious answer is to get the facts before all the voters and the governing boards of school districts. This requires an important program of public relations that many administrators are not prepared to undertake or to carry out.

The following program is suggested with the one thought of getting all adults in every community of the United States to understand what the modern elementary school is attempting and what the requirements are for maintenance of such a school. This program, briefly stated, is one of adult education.

THE SUGGESTED PROGRAM

1. *The Administrator.* Education must begin at home in this case. The administrator must see the problem clearly himself. He must recognize that this is not a temporary difficulty that will right itself soon. He must understand that he lives in a period of rapid change, that society will never go back to "the good old days."

He must realize that the best modern educational program known today is different in kind from that used in most elementary schools a generation ago. He must understand the basis for this change and must see the physiological, psychological, and sociological reasons for a modern program. He must not only understand them but he must have enthusiasm for and confidence in the program that is being developed in his schools or he cannot be convincing in his approach to the necessary education of his community.

This modern program that takes account of changing conditions is necessary whether or not the school be ultraprogressive. It means that the administrator must work out, with the assistance of his co-workers and, if possible, with the parents of his community the program for his elementary schools. Once this program has been decided, he assumes the responsibility of getting the program before the adults of his community. He

will probably do this through being certain, first, that his teachers understand the program and accept it; secondly that the parents of his community understand and accept it (as nearly unanimously as this can be done); thirdly, that the other adults in the community who do not have children in the elementary schools understand it; and fourthly that the Congressman from his community understands the implications of the phrase "equal educational opportunity for all."

2. *Elementary School Teachers.* It is important that the elementary school teachers who are participating in the program understand and accept it. It is relatively simple for a teacher, who does not understand the reasons for doing what she is told to do, to block the progress of an educational program. The administrator, be he superintendent or principal, should realize that no program of education, no matter how good the program itself may be, can be forced down the throats of teachers without their approval and understanding. They may accept a program, but this is not sufficient.

In order to get the wholehearted approval of a program from a teacher, she must have a hand in its preparation. She must have an opportunity to experiment with it and make suggestions where she thinks changes should be made. She must be given opportunity to watch others at work on the same program. So the wise administrator will provide for intervisitation, round-table discussion, and teachers meetings in which the teachers have a right to express their opinions about the program.

Many school systems are utilizing the workshop technique as a means of helping teachers to meet and work with other persons in the same school system who are interested in similar problems. Those who participate in these workshops not only find solutions for their problems, but also they form close, lasting professional friendships.

In a democratic school system where the educational program is built up gradually, where teachers' suggestions are respected, and where changes are constantly being made to improve conditions, the elementary school teachers will become

enthusiastic about their program and will aid greatly in interpreting the program to parents and other adults in the community.

3. *Secondary School Teachers.* In some school systems where the instructional program is divided horizontally instead of longitudinally, it is difficult for the secondary school teachers to get a clear picture of what is being done in the elementary schools, and vice versa. Misunderstandings often lead to misinterpretations. Here again, great damage can be done to a good program by a mistaken or ignorant teacher. It seems to be a human characteristic to blame someone else. If one teacher receives a group of children who do not measure up to her standards she accuses someone else of incompetence. This is likely to happen particularly if there has not been developed a complete understanding of the entire program of the school system between the elementary and secondary school teachers.

The wise administrator will provide many opportunities for his elementary and secondary school teachers to discuss mutual problems. This may be done through joint participation in curriculum committees, intervisitation, principals meetings, institute sessions, supervisory meetings, and exchange of teachers between the elementary and secondary schools, to mention only a few ways.

It is important that teachers have opportunity to discuss problems of professional ethics, and they should be frankly told that when they speak unprofessionally about one of their colleagues they are throwing their entire profession open to criticisms that may cause infinite damage.

The secondary school teacher who has a good understanding of the problems of the elementary school teacher, who in turn has some understanding of the growth and development of the elementary school child, will be able to assist in the interpretation of the elementary school program to the adults of the community.

4. *The Parents.* It is more important today than ever before that parents have a real understanding of the elementary

school program. The administrator should see to it that parents are not only informed about what the schools are trying to do but also prepared for changes that are to be made. He should give parents opportunity to make suggestions on what should be and should not be included in the program. This may be done through committee meetings of parents and teachers, or parents may be made members of curriculum committees.

Some cities are developing the school council idea, in which persons who represent a variety of occupations in the community are invited to participate. These lay members serve as consultants and give of their time and experience to help improve the educational program of their city.

Many schools are making it a responsibility of each teacher to know the parents of her children. Sometimes this is done through getting parents to come to school, sometimes it is done through visits of the teachers to the homes. Many schools urge parents, through special invitations to programs, to visit the school. After the program has been given, the children are sent from the room, and the teacher has an opportunity to talk with the parents and explain the school program. Sometimes this is done by the principal with the assistance of the teacher.

Parents are kept informed about the school through a school bulletin which is sent to them at regular intervals. Discussion groups are organized at the school or at the home of one of the parents. Sometimes the principal or teacher will be present at these discussions; again it may be well for them to stay away. It is assumed, however, that a capable leader is always present to direct the discussion.

The time has passed when teachers can remain aloof from parents. If elementary school education is to go forward, teacher and parent must see eye to eye and together demand the best available education for their children.

5. *Other Adults.* A considerable and growing proportion of the adult population of this nation has no direct interest in public elementary schools as institutions for the education of their own children. In 1930 over one-third of the families of the

United States had no children under the age of twenty-one, and over half had no children under ten years of age. These percentages have certainly not become any less in recent years. It is questionable whether nonparents and those with grown children can be expected to have a vital interest in providing education for other people's children. However, they will be paying a large proportion of taxes and sitting on school boards and councils to decide educational policies.

It is the responsibility of the administrator to see that these "other adults" are guided to an appreciation of the importance of public education not merely to parents and children but to the community as a whole. Clearly, the public relations program of the school cannot safely stop with the organization of parent-teacher associations, important as these groups are. Ways must be found to engage the interest and support of all citizens, not merely those who happen to be parents. To the plea for adequate finance in the interest of the child must be added the plea in the interest of the stability and welfare of the entire social organization.

One way of maintaining interest for these adults in public education is the providing of a varied and vital adult education program in which many of them will be interested in participating. Other ways in which the administrator should get the program and needs of the elementary schools before the voters include talks to service clubs, lodge and labor organizations, presentation of topics to forums and discussions groups, articles in newspapers, open-house evenings at schools, and downtown demonstrations of school activities (showing the children actually at work in a situation as nearly as possible approximating work in the classroom).

The administrator must keep in touch with legislative problems connected with state aid for his schools by establishing a friendly acquaintance with his state legislators. In states where the commonwealth seems to be providing all the funds it should for public elementary school education, he should keep in close touch with congressional representatives and should make a

point of keeping them informed as to the great inequality of educational opportunity in the nation as a whole and the need for adequate national aid to those communities that are not financially able to provide acceptable elementary education.

Here, then, is the program for maintaining adequate support for the elementary schools. It is a program of adult education and must be directed by the school administrator. It must include the administrator himself, the elementary teacher, the secondary teacher, the parent, and all other adults in the community.

A STUDY OF THE ADJUSTMENT OF ELEMENTARY SCHOOL GRADUATES TO HIGH SCHOOL

JOSEPH M. JACOBSEN, *Dean of Boys, and Teacher,*
Red Bluff Union High School

The need for a more systematic and intelligent program of preparing elementary school graduates for the adjustment to high school is appreciated by teachers, school administrators, and parents alike. It is recognized that there are too many heart-aches and that there is too much embarrassment for freshmen during the first few days of high school. There are too many pupils dropping out of classes during the year, and there are too many who fail in courses during the first year of high school.

It has been asked what is being done in California to bridge the gap between elementary and high school. In an attempt to assemble the information necessary to answer this question, a questionnaire was sent to 500 representative elementary school principals in all sections of the state. The principal of every fifth school on the alphabetical list of elementary schools in each county was selected to receive one of the questionnaires. From these 500 principals, a total of 181 usable replies was received. These replies were segregated according to size of school; schools of fewer than 100 pupils were put in one group; schools having 100 to 299 pupils in a second group; schools having from 300 to 849 pupils in a third; and schools of 850 or more pupils in the fourth group. Of the replies used for the study, 49 were from the smaller schools, 55 were from the second group, 51 from the third, and 26 from the fourth.

Eleven guidance procedures were listed in the questionnaire and the principal was asked to check the ones used in his school. Table 1 shows the frequency of use of each of these procedures by the schools in each group and by all the schools in the four groups combined.

TABLE 1

PERCENTAGE OF ELEMENTARY SCHOOLS, BY SIZE GROUPS,
FOLLOWING CERTAIN GUIDANCE PROCEDURES

GUIDANCE PROCEDURES	SIZE OF SCHOOL IN TERMS OF NUMBER OF PUPILS				
	1-99	100-299	300-849	850	Total
Preliminary registration	51	82	78	89	74
Visits of high school representatives to the elementary school	57	76	77	89	73
Visits of elementary school pupils to the high school	65	60	75	89	70
Cumulative record form	55	64	77	81	67
Individual conferences or interviews with pupils	61	67	61	65	64
Information given in regular school classes	67	55	49	65	58
Utilization of parental co-operation	53	51	49	81	55
Pamphlets or bulletins dealing with the high school	39	47	59	65	51
Joint undertakings by elementary school and high school	31	36	26	23	30
Visual Aids	8	5	14	31	12
Special orientation classes	6	2	12	27	9
Others	4	13	14	23	12

The guidance procedure most frequently reported was preliminary registration of elementary school graduates in high schools. This procedure was listed by 74 per cent of the total number of schools, the extent of use varying from 51 per cent of the forty-nine smallest schools to 89 per cent of the twenty-six largest schools. The chief guidance aids given through this

means were the obvious ones: explanation of high school registration procedures and courses of study, and instruction in programming for greatest efficiency. Other aids were given infrequently in this connection, but most schools limited themselves almost exclusively to the routine aspects of preliminary registration. The reports indicated that the preliminary registration was usually carried on at the high school except in the case of the smallest schools. The time selected was near the end of the semester preceding the entrance of the pupils into high schools. The high school principal or a counselor was usually the official in charge. Most of the elementary school principals responding, but particularly those in the larger schools, were well satisfied with this guidance procedure as a means of preparing pupils to make the adjustment to high school.

The second most frequently reported guidance procedure was that of visits of high school representatives to the elementary school. Very often these visits were made at the time of the preliminary registration and the guidance helps provided through these visits were most frequently those which facilitated the registration, the reports indicated. However, the information showed that an appreciable number of schools also took this opportunity to impart information concerning rules and regulations in high school, pupil activities and organizations, pupil conduct and responsibilities, and the meaning and value of a high school education. Instruction in the techniques of study, examinations, and the use of the high school library were seldom reported as guidance aids used in connection with the school visits. Reports from the largest schools indicated that the school counselor was usually the person who represented the high school on these visits. In the case of schools in other groups, the high school principal was the individual reported as making the calls most frequently. Preliminary registration was conducted by 50 per cent of the schools visited; aptitude and achievement tests were given to visiting pupils by 25 per cent of the schools. Activities carried on at many of these schools during these visits included the giving out of the election cards and the requesting

of personal data in pupil questionnaires. Most of the schools, particularly those falling in the groups of largest schools, were well satisfied with this guidance procedure.

A guidance procedure reported almost as frequently by the elementary school principals responding to the questionnaire as preliminary registration and visits of high school representatives to the elementary schools was that of the visits made to high schools by prospective eighth-grade graduates for the purpose of acquainting themselves with their future surroundings. Introduction to the high school campus, explanation of courses and subjects, introduction to teachers and school administrators, instruction concerning pupil activities and organization in high school were the guidance helps most frequently given at this time. The policy most frequently reported in connection with these visits was to arrange for an entire eighth-grade class to visit the high school at one time on a regular school day. Many school principals reported that in addition to being shown over the school plant, their pupils visited regular classes and the scene of various pupil activities. Assembly programs were provided by a number of schools in connection with this guidance procedure, responses to the questionnaire indicated. Reports from most of the schools in all groups showed that high school pupils ordinarily acted as guides for the eighth-grade visitors. The largest schools, however, frequently noted the high school counselor acting in the capacity of guide. Only a negligible number of the principals reporting indicated that more than one day was allotted to these visits of prospective elementary school graduates. The larger schools generally allotted a half day and the smaller schools a full day.

Replies to the questionnaire showed that cumulative record cards for pupils were being used by a large number of schools. Most of these schools sent this record on to the high school with the pupil for guidance purposes, thus making the shift from one level to another easier for the elementary school graduate. Items most frequently found on these cards include standard achievement and intelligence test scores, health and attendance records,

special interests, abilities, accomplishments, and description of character traits and maladjustments of students. A number of the school principals responding to the questionnaire expressed an interest in having the record card in use in their schools improved and others reported the form was in the process of revision in their schools.

Individual conferences or interviews with elementary school pupils were the procedures reported by nearly two-thirds of all schools. Of this number approximately two-fifths used this method to discuss vocational guidance with pupils and to give them information concerning different courses and subjects that they might wish to elect. Approximately one-fifth of the schools found it desirable to give advice in study habits and health and hygiene, as well as instruction concerning rules and regulations, responsibilities, and proper conduct in high school. Although a number of the smallest schools reported more than two interviews for each pupil yearly, one conference of from fifteen to thirty minutes in length was most common. Principals reporting from the two groups of smallest schools stated that the regular elementary school teacher or principal usually conducted the interview. In the larger schools reports showed that the high school counselor most frequently carried on this activity. Although representatives from all types of schools reacted favorably toward this guidance procedure, those in the largest schools were most favorable.

A considerable number of schools provided guidance helps during regular class time. This fact was particularly true in the largest and the smallest schools. The aids provided through this means were chiefly instruction in the meaning and value of high school education and explanation of courses and subjects. This procedure was carried on most frequently during the social studies period, but the reports showed that the English and reading classes were also so used. Very little satisfaction was expressed with this guidance procedure by most schools, although some that had developed outlines for the procedure were well satisfied with the results.

Parental co-operation was utilized chiefly by the largest schools but also to some degree by those in other groups. Aids most frequently provided in this way were the explanation of courses and subjects, high school registration procedures, and vocational guidance. The means most frequently reported was interviewing parents at the elementary school, or, by the largest schools, at the high school. The elementary school principal or teacher usually conducted the interview with parents, whereas the principal was reported as sending out correspondence to parents more often than did other officials.

A guidance procedure reported as very satisfactory by certain schools was that of providing prospective elementary school graduates with pamphlets and bulletins concerning the high school, and the problems to be met there. High school courses and subjects, registration procedures, rules and regulations, and pupil activities and organizations were most frequently described through these publications. Almost invariably principals reported that the high schools distributed this literature, usually in the form of special orientation bulletins.

The number of school principals supplying information concerning holding special orientation classes or utilizing visual aids for orientation purposes was too few to warrant conclusions as to general practice or desirability. There appears to be, however, a trend toward a required six-weeks orientation course for prospective elementary school graduates. Most schools that used visual aids reported that these took the form of motion pictures accompanied by a lecture. Some reported that posters were used to create interest in high school courses and student activities.

Sixteen guidance helps were listed in the questionnaire. The school principals were requested to check the helps provided through the various guidance procedures. These helps follow in the order of the frequency of their use in connection with all procedures combined: (1) explanation of high school courses and subjects; (2) explanation of high school registration procedures; (3) information on student activities and organiza-

tions in the high school; (4) explanation of the meaning and value of a high school education; (5) vocational guidance; (6) programming for the greatest efficiency in high school; (7) information on the conduct of pupils and of their responsibilities in high school; (8) information about the rules and regulations in high school; (9) introduction to high school surroundings; (10) introduction to the guidance program; (11) introduction to teachers, heads of departments, and guidance workers; (12) techniques of study in high school; (13) information on health and hygiene; (14) history of high school traditions, customs, songs, and the like; (15) use of the high school library; (16) techniques of examination in high school.

Responses to the questionnaire indicated a wide range in the amount of assistance given the elementary school pupils to help them bridge the gap between the elementary and the high school. The pupils in the smaller schools had less of this kind of help. In general, the smaller the school, the less assistance was given to the pupils. Some schools reported no help was given whatsoever and that the children went to high school on the first day of the semester and adjusted themselves to the new surroundings and strange activities as they could. On the other hand, excellent examples of guidance were reported.

An example of the use of preliminary registration for the purposes of guidance for elementary school pupils was indicated in the report from San Rafael. The preliminary registration is carried on at the high school by future home-room teachers and by the high school principal. Registration is scheduled for near the end of the semester preceding the entrance of the pupils into high school, after the pupils have received all other guidance helps provided for them and after parents have been interviewed and asked to express their wishes as to the courses that their children should take.

The Elk Grove Union High School makes good use of visits of high school representatives to the elementary school as a guidance aid to incoming pupils. About six weeks before the end of the semester the principal calls at all the elementary

schools in the union high school district and discusses problems of high school registration with eighth-grade teachers and pupils. Mimeographed sheets are passed out to the students. These sheets contain information about required and elective subjects, a sign-up sheet for electives, a personal data sheet, and a letter to the parents accompanied by a sheet on which the parents may indicate the subjects that they prefer to have their children study in high school. These sheets are collected by eighth-grade teachers and are sent to the high school. After a day of visiting at the high school during which the elementary pupils are given a battery of tests, two counselors, a man and a woman, call at each elementary school. They interview each pupil individually, and with the help of all the data accumulated in tests and previous interviews, register the pupil in classes for the following semester. In addition to these guidance helps, a member of the high school staff usually gives a short talk at the eighth-grade graduation exercises.

The Red Bluff Union High School has a similar plan of guidance for the elementary pupils who enter from the eighth grades. Information sheets and questionnaires are sent out to eighth-grade pupils and are returned to the high school from the office of the elementary school principal. Tests in reading, English, and mathematical ability are given in the rural elementary schools by the County Superintendent of Schools and the county school supervisors. In other schools these tests are given by the elementary school principal. Data from the tests are compiled by the dean of boys at the high school and used in conducting the preliminary registration when the elementary pupils visit the high school in preparation for entrance.

The principals reported considerable use of the cumulative record form. South Pasadena, Riverside, and a number of other school systems reported that a folder is kept for each child with a file of his cumulative record card, health record, special reports, and the like. In some instances, the principals commented that the high school did not make sufficient use of these carefully kept records.

Los Angeles elementary schools make use of the regular class periods in grades six, seven, and eight for orientation. Toward the end of the final semester high school handbooks, program forms, and publications are discussed in the social study classes with very satisfactory results. These publications, which are supplied by the high schools, take the form of high school papers and annuals, announcements of the high school visiting day, special orientation bulletins describing high school courses of study and extracurricular activities, manuals covering these same topics, and setting forth the traditions and rules of high school activity and conduct.

In the South San Francisco elementary schools the teachers interview the parents of all children in their classes and submit statements of personal opinions and recommendations to the junior high schools. Elementary school pupils purchase student body tickets for admission to high school activities. In this way and through joint undertakings, as during Public Schools Week and the Community Christmas program, the elementary school pupils become familiar with the high school.

San Diego and Los Angeles are among the school systems that make use of visual aids for orientation work. The visual education departments of these city school systems have prepared motion pictures and posters depicting high school activities such as classes at work. Lectures are given in connection with the motion pictures and sometimes in connection with the showing of posters.

"Making the most of high school," a special orientation course of six weeks is required in the eighth grade of the Alhambra Public Schools. This course is taught three times a week for a period of from thirty to forty-five minutes by the regular elementary school teachers. Pamphlets, vocational books, and the high school course of study are used.

The principal and the vice-principal of the Placerville Union High School meet with the elementary school principals and vice-principals and teachers to discuss the ability and placement of the elementary school pupils.

The principal of the Elder Creek Elementary School in the Elk Grove Union High School district reported that the eighth-grade teachers and elementary school principals are called to the high school for a group meeting where the high school work is explained to them. These elementary teachers and principals pass this information on to their pupils.

A study of the responses to the questionnaire showed that in the majority of the elementary school systems involved much more could be done toward preparing prospective elementary school pupils to make the adjustment to high school. In this connection, several questions may be raised. Who should take the initiative in developing an adequate program of orientation? What do the elementary school teachers and principals think about it? The following are a few typical comments received in connection with the questionnaires: "Any effective program is largely dependent upon the high school—in general they fall down on the job"; "little or no co-operation from the high school—they seem indifferent to the matter of transition"; "I think we need more help from the high school."

One high school principal makes the following observation: "we need intelligent guidance people with time to perfect and effect a program of articulation."

Perhaps a keynote is struck in this comment: "I believe that our elementary school graduates would be better prepared for high school if there were more co-operation between the two levels—more of a definite plan." It is encouraging to note that co-operative planning is being done in San Diego where a joint committee of teachers has been working on the problem. In rural areas the County Superintendent of Schools should probably take part in the planning and execution of the program.

A satisfactory program of articulation requires the evolution of a continuous plan. It should be organized as an integral part of the total curriculum. High school publications including information bulletins should be made available to the elementary school pupils throughout the year. As frequently as possible there should be visits of high school representatives to

the elementary school or visits of the elementary school pupils to the high school and there should be joint activities carried on by pupils of both levels. Cumulative records should be kept for each pupil, and the high school teachers and counselors should be familiar with their interpretation. A preliminary registration should be conducted prior to graduation of elementary school pupils and as a climax to the various guidance procedures such as interviews and conferences with pupils, help during class periods, and orientation classes.

If the elementary school graduates were given the benefit of such a program during the year preceding their graduation from elementary school there would be fewer of their number fail and they would lose much less time during the first years of high school.

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